

Message Text

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ACTION IO-14

INFO OCT-01 ARA-16 ISO-00 EA-11 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03

SS-20 USIA-15 OMB-01 DRC-01 /118 W

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R 172040Z APR 74

FM AMEMBASSY MEXICO

TO SECSTATE WASHDC 1245

INFO USMISSION USUN NEW YORK

USMISSION GENEVA

C O N F I D E N T I A L MEXICO 3243

E.O. 11652: GDS

TAGS: PINT, PFOR, UN, VS, VN, CB, MX

SUBJECT: PRG AND KHMER ISSUES IN INTERNATIONAL ORGANIZATIONS

REF: STATE 62535

1. SUMMARY - GIVEN FACT THAT MEXICO HAS FEW IF ANY PRIMARY INTERESTS AT STAKE, HER POSITION ON ADMISSION OF PRG/GRUNK TO INTERNATIONAL CONFERENCES AND ORGANIZATIONS IS BASED ALMOST EXCLUSIVELY ON SECONDARY POLITICAL CONSIDERATIONS. EMBASSY'S EXPERIENCE HAS BEEN THAT GOM DECISION ON PERTINENT VOTES USUALLY MADE AT VERY HIGHEST LEVELS WITHIN MEXICAN GOVERNMENT; DEMARCHES AT LEVELS LOWER THAN THAT OF FOREIGN SECRETARY ARE OF MINIMAL USE. CONSEQUENTLY, AMBASSADOR PLANS TO MAKE THESE RELATED ISSUES THE SUBJECT OF A MEETING WITH SECRETARY RABASA UPON LATTER'S RETURN TO MEXICO FOLLOWING ATLANTA OASGA. END SUMMARY.

2. GOM POSITIONS IN RECENT INSTANCES INVOLVING PRG/GRUNK ACCREDITATION WERE AS FOLLOWS:

(A) AT 28TH UNGA, GOM VOTED IN FAVOR OF DEFERRING ISSUE. HOWEVER, AS NOTED IN STATE 242910, MEXICO WAS PREPARED
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TO ABSTAIN ON SUBSTANTIVE QUESTION IF PROPOSAL TO DEFER

HAD NOT PASSED.

(B) RE SEATING OF PRG AT GENEVA CONFERENCE ON LAW OF WAR, GOM VOTED AGAINST ACCREDITATION. THIS FAVORABLE MEXICAN VOTE CAME ABOUT ONLY AFTER CONSIDERABLE LOBBYING AND WAS ATTENUATED BY FACT THAT QUESTION OF ACCREDITATION OF AFRICAN LIBERATION MOVEMENTS (SPECIFICALLY GUINEA BISSEAU) RESOLVED IN FAVOR OF ADMISSION.

3. MEXICO HAS NO PRIMARY INTERESTS AT STAKE IN THE GRUNK VH KHMER OR PRG VS SVN ISSUES. SHE HAS NO DIPLOMATIC RELATIONS WITH ANY OF THESE REGIMES; HER COMMERCIAL/ECONOMIC EXCHANGE WITH THE PARTIES IS NEGLIGIBLE. HENCE, DECISIONS ON HOW MEXICO WILL VOTE IN ANY ACCREDITATION SITUATION ARE BASED EXCLUSIVELY ON SECONDARY POLITICAL CONSIDERATIONS.

4. IN ANALYZING FACTORS WHICH MIGHT INFLUENCE MEXICO TO VOTE IN FAVOR OF PRG/GRUNK, EMBASSY NOTES THE FOLLOWING:

(A) BASIC TENET OF CURRENT GOM FOREIGN POLICY IS THAT THERE SHOULD BE "UNIVERSAL REPRESENTATION". FOR EXAMPLE, AND DESPITE INHERENT CONTRADICTION, GOM CITED THIS AMONG ARGUMENTS LEADING TO POSITION FAVORING PRC ADMISSION TO UN EVEN WHEN IT WAS APPARENT THAT THIS WOULD MEAN EXPULSION OF TAIWAN GOVERNMENT.

(B) GOM HAS BECOME ENAMORED WITH THE CONCEPT OF "IDEOLOGICAL PLURALISM" -- WHICH IN PRACTICE HAS LED TO RATHER VIGOROUS ATTEMPTS TO CULTIVATE RELATIONS WITH AND ACCOMMODATE VIEWS OF SOCIALISTIC BLOC.

(C) VERY IMPORTANT IS GOM'S (AND PARTICULARLY PRESIDENT ECHEVERRIA'S) DEVOTION TO "THIRD WORLDISM". A STANCE FAVORABLE TO PRG/GRUNK MAY BE INTERPRETED LOCALLY AS A POSITIVE "THIRD WORLD" POSITION AND VICE VERSA. SECRETARY RABASA, RATHER INCONVINCINGLY, HAS CONTENDED THAT DOMESTIC POLITICAL INTERPRETATIONS OF THIS SORT ARE A MAKE-WEIGHT IN GOM POLICY DECISIONS (MEXICO 8888 OF NOV. 28, 1973).

(D) FINALLY, GOM (AND ECHEVERRIAS - AND WIFE - PERSONALLY) CONFIDENTIAL

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HAVE ROMANTICIZED THE PRC. THERE SEEMS TO BE A DESIRE ACTIVELY TO CURRY FAVOR WITH PEKING, AND HENCE CHINESE DEMARCHES IN FAVOR OF GRUNK/PRG MIGHT BE PARTICULARLY EFFECTIVE.

5. IN ANALYZING FACTORS TENDING TO INFLUENCE GOM TO VOTE AGAINST PRG/GRUNK ADMISSION, EMBASSY WOULD LIST FOLLOWING IN PRIORITY ORDER:

(A) TO DATE, SINGLE MOST IMPORTANT FACTOR IN GAINING ACCEPTABLE MEXICAN POSITIONS HAS BEEN OUR OWN EFFORT TO INFLUENCE GOM VOTE. ESSENTIALLY THIS RELATES TO EFFECTIVE COMMUNICATION OF HOW IMPORTANT ISSUE IS TO USG RATHER THAN TO BASIS FOR OUR POSITION. OUR EFFORTS HAVE BEEN SUPPLEMENTED BY LOBBYING OF LIKE-MINDED GOVERNMENTS, ESPECIALLY THE JAPANESE. OBVIOUSLY, WE CAN TAKE LITTLE COMFORT FROM THIS SITUATION SINCE IN CASES UNDER DISCUSSION (GRUNK VS KHMER IN UNGA/PRG IN GENEVA) IT COULD BE SAID THAT ISSUE WAS POSTPONED OR ATTENUATED RATHER THAN RESOLVED. HENCE, EMBASSY ANTICIPATES NEED FOR PERHAPS EVEN GREATER LOBBYING EFFORT IN FUTURE IF WE HOPE TO KEEP GOM FROM SOFTENING ITS POSITION.

(B) WHILE GOM COULD NOT ADMIT AS MUCH, SUBTLE "HORSE-TRADING" IS POSSIBLE. CONTINUED SUPPORT FOR ECHEVERRIA'S CHARTER OF ECONOMIC RIGHTS AND DUTIES, FOR EXAMPLE, IS KIND OF BLANDISHMENT WHICH MIGHT ENCOURAGE GOM TO REMAIN STEADY IN REJECTING PRG/GRUNK ACCREDITATION.

(C) WE DO NOT DISREGARD EFFECT OF DEPARTMENT'S WELL-REASONED ARGUMENTS AGAINST PRG/GRUNK ACCREDITATION. AT SAME TIME, IT WOULD BE SELF-DECEIVING TO BELIEVE THAT THESE HAVE CARRIED MAJOR WEIGHT IN GOM DELIBERATIONS.

6. IN LIGHT OF ANALYSIS ABOVE, EMBASSY IS NOT SANGUINE ABOUT POSSIBILITY THAT MEXICO WILL HOLD THE LINE IN FUTURE CONTESTS ON THESE ISSUES. AS IN CASE OF PRC ADMISSION TO UN, GOM PROBABLY WOULD BE RELIEVED IF IT WERE ABLE TO VOTE WITH "INEVITABLE" MAJORITY IN FAVOR OF ACCREDITATION. IF BLOCKING OR DELAYING EFFORTS ARE SUCCESSFUL ENOUGH TO INDICATE THAT THERE IS NO SUCH CLEAR MAJORITY, MOST WE CAN HOPE FOR IS GOM ABSTENTION OR VOTE IN FAVOR OF DEFERRAL.

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7. DESPITE FOREGOING RATHER GLOOMY ANALYSIS, AMBASSADOR PLANS TO MAKE PRG/GRUNK QUESTION THE SUBJECT OF A DEMARCHE TO SECRETARY RABASA UPON LATTER'S RETURN TO MEXICO FOLLOWING ATLANTA OAS GA. BASED ON PAST EXPERIENCE, EMBASSY CONCLUDES THAT APPROACHES AT LOWER LEVELS HAVE NOT BEEN USEFUL, ESPECIALLY SINCE SOME OFFICIALS (E.G. FON SECRETARIAT DIRECTOR-IN-CHIEF FOR INTERNATIONAL ORGANIZATIONAL AFFAIRS, MANUEL TELLO) MAKE NO PRETENSE ABOUT THEIR BIAS IN FAVOR OF PRG/GRUNK.

8. DEPT OFFICIALS ALSO MAY WANT TO SPEAK ALONG THESE LINES TO RABASA WHILE HE IS IN US. JOVA

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